

ZMAP 2005-0011

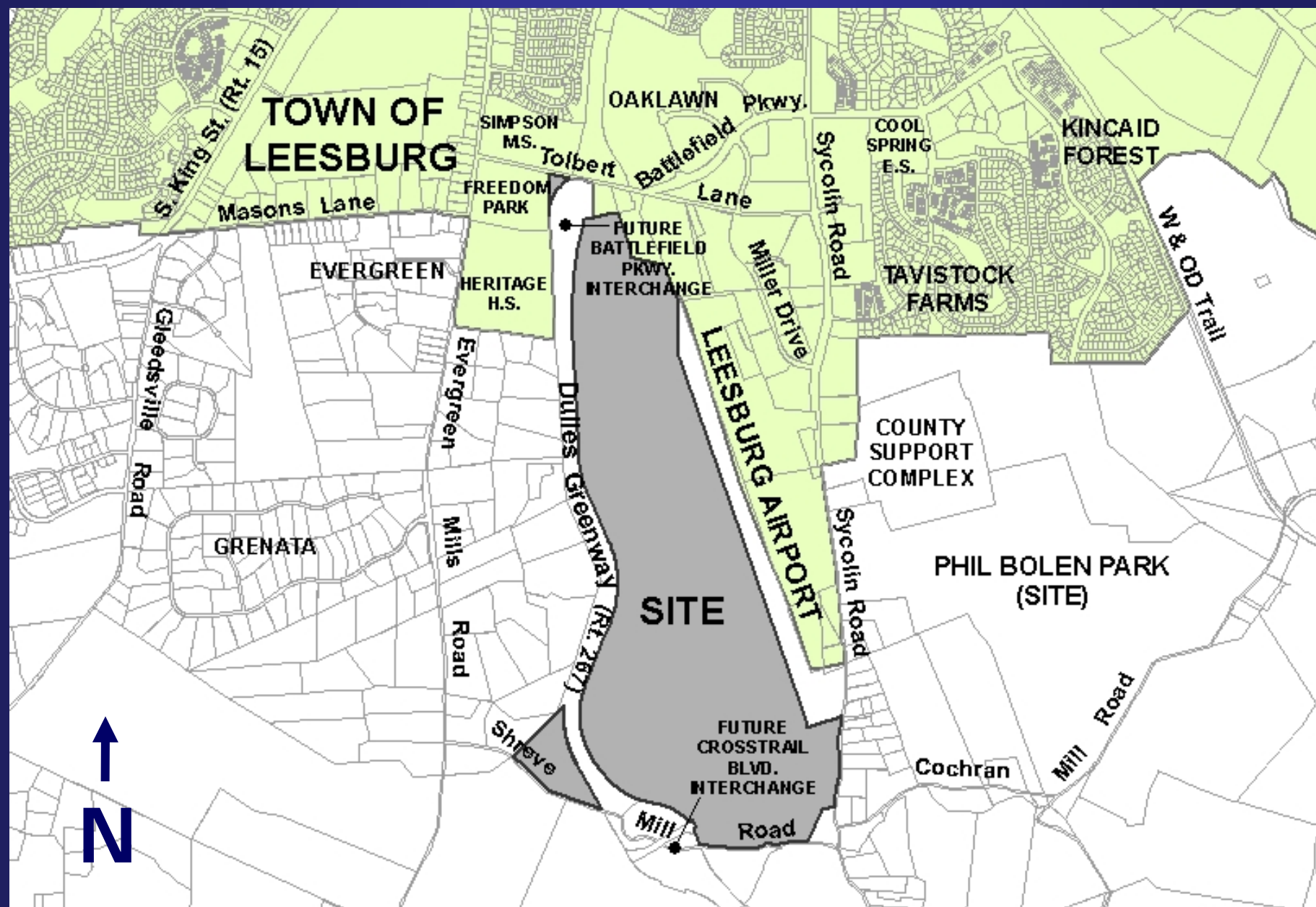
Crosstrail

Board of Supervisors Public Hearing
November 14, 2006

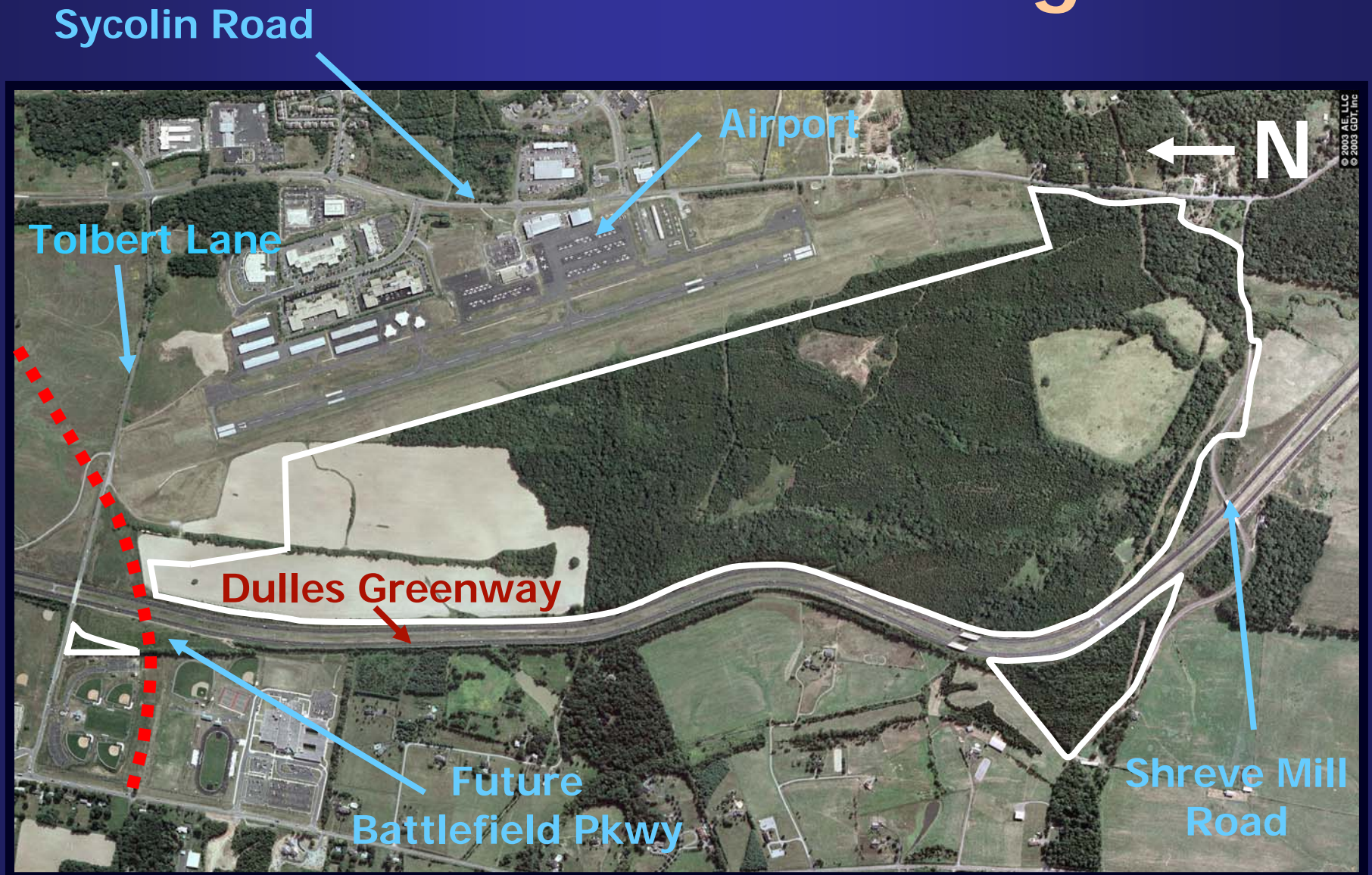
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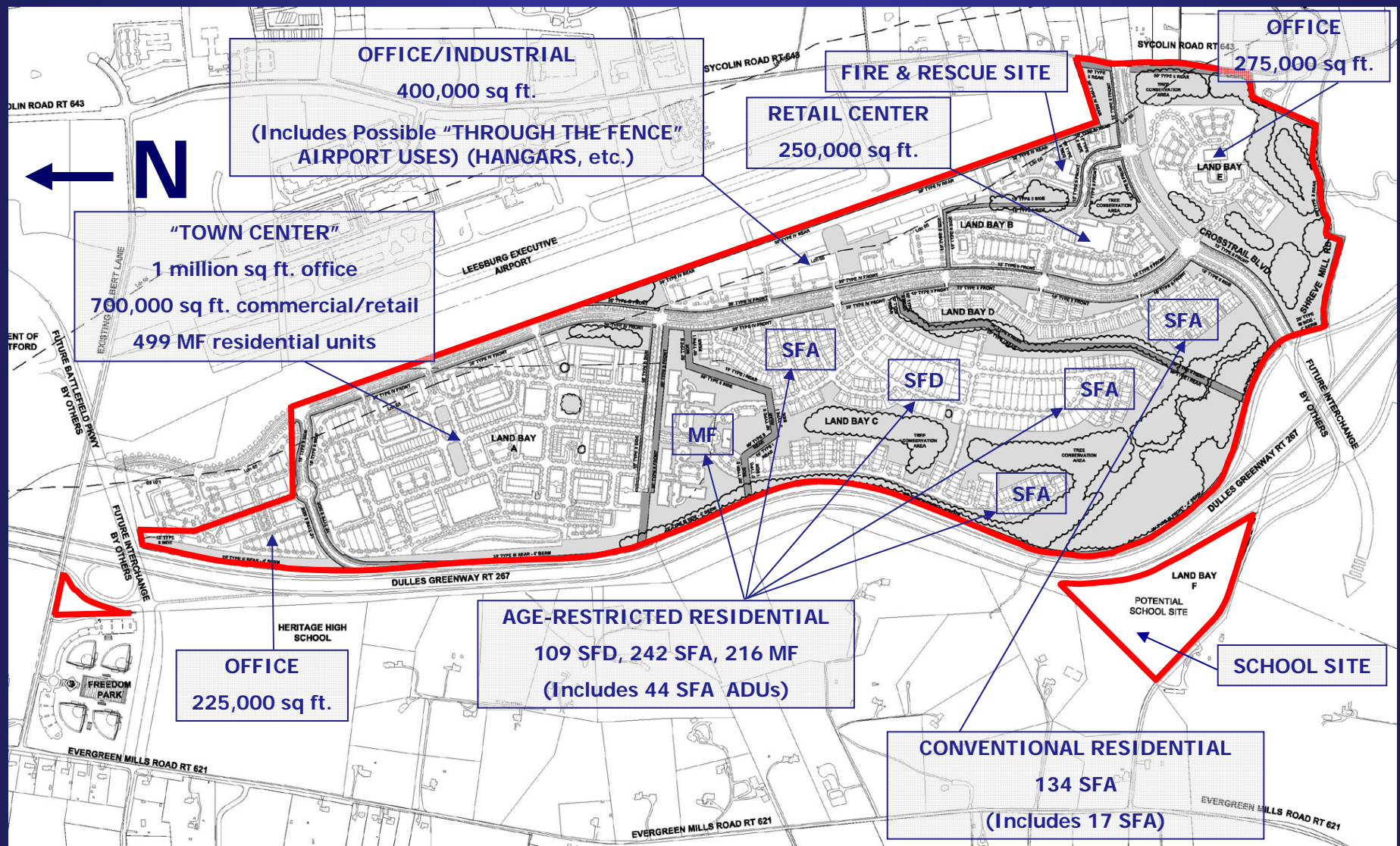
REZONING APPLICATION

- Request to rezone 491 acres to PD-OP, PD-TC, PD-IP, PD-CC(SC), PD-H4 (administered as R-8 ADU and R-16 ADU), and A-3 under the Revised 1993 Zoning Ordinance
- 1,200 residential dwelling units (includes 61 ADUs)
- 2.85 million sq ft of non-residential uses
- Two public use sites (8-acre fire & rescue site, 19-acre elementary school site)
- 15 total Zoning Ordinance/LSDO modifications
 - Numerous changes proposed to PD-TC district requirements
 - Other changes regarding private streets, access, yard requirements



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BOS REVIEW OF APPLICATION

- Briefing at Transportation/Land Use Committee meeting on October 23
- Meeting with Leesburg Town Council on November 8

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STAFF REVIEW OF APPLICATION

- Land Use
- Zoning
- Airport Compatibility
- Transportation
- Project Phasing
- Public Facilities/Services
- Utility Provision
- Fiscal Impact
- Existing Site Conditions
- Proffers

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LAND USE

- Site planned for Keynote Employment uses (office) under Revised General Plan and Business Employment uses under Toll Road Plan
- Business Employment expands on Keynote Employment by adding light industrial component
- 2005 Leesburg Town Plan calls for Regional Office uses on this site

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LAND USE

- Specific intent of Business Employment designation is to encourage uses compatible with airport
- Zoning Ordinance established JLMA-20 district to protect airport
- Residential uses inappropriate for this area given proximity to airport – proposal not consistent with current policy

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ECONOMIC DEVELOPMENT

- Future viability of Leesburg Airport
- Very low office vacancy rates in Leesburg area; demand for additional office uses
- Extension of LCSA utilities to area would affect future growth in existing Leesburg JLMA

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AIRPORT COMPATIBILITY

- Site lies directly under primary flight pattern for Leesburg Airport
- Potential conflict of airport operations/overflight with proposed mixed-use development (residential, outdoor uses, etc)
- Effects include noise, low-flying aircraft, dust, fumes, vibrations
- Noise contours around airport are outdated and are not representative of actual noise impacts

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AIRPORT COMPATIBILITY

- Diminished viability of airport, quality of life impacts on future residents and users of proposed development
- Proposal would limit future expansion of airport as envisioned by its master plan

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UTILITY PROVISION

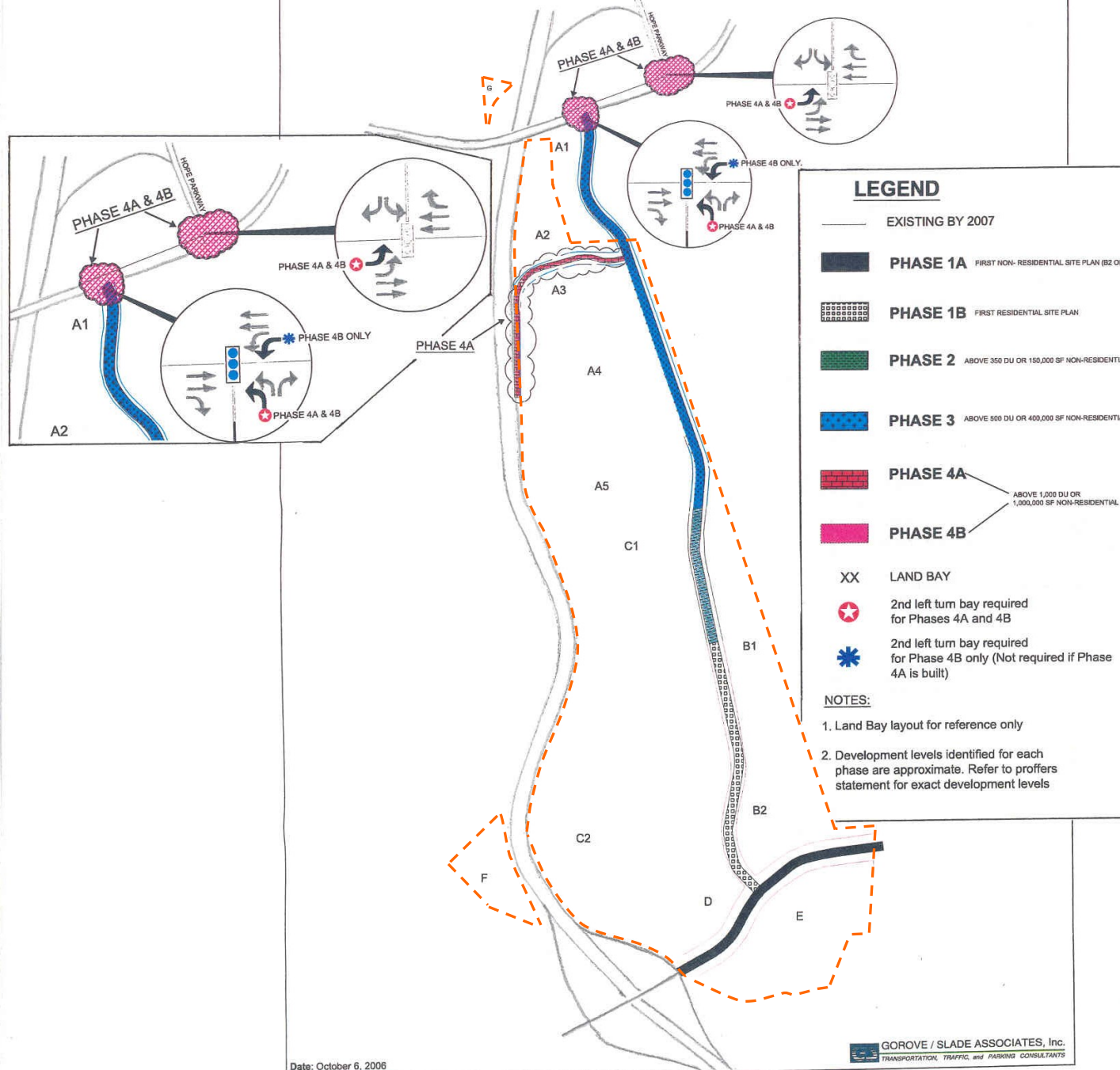
- Current policy anticipates Town water and sewer service within JLMA areas, unless County and Town agree otherwise
- Applicant proposes LCSA utilities to serve the site and larger area of Leesburg JLMA
- Town able and willing to serve area and has sized improvements accordingly – significant capital implications for Town if LCSA serves area
- Proposal to use individual wastewater systems on a temporary basis is unclear

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TRANSPORTATION

- Project would generate approximately:
 - 14,000 vehicle trips per day by 2011
 - 25,400 vehicle trips per day by 2016
 - 51,500 vehicle trips per day by 2025
- Traffic study indicates roughly 39% of all trips generated by project would use Dulles Greenway
- Proposed contribution of \$12.5 million for regional road improvements
- Impacts not appropriately mitigated

ROAD PHASING PLAN CROSSTRAIL - THE PETERSON COMPANIES



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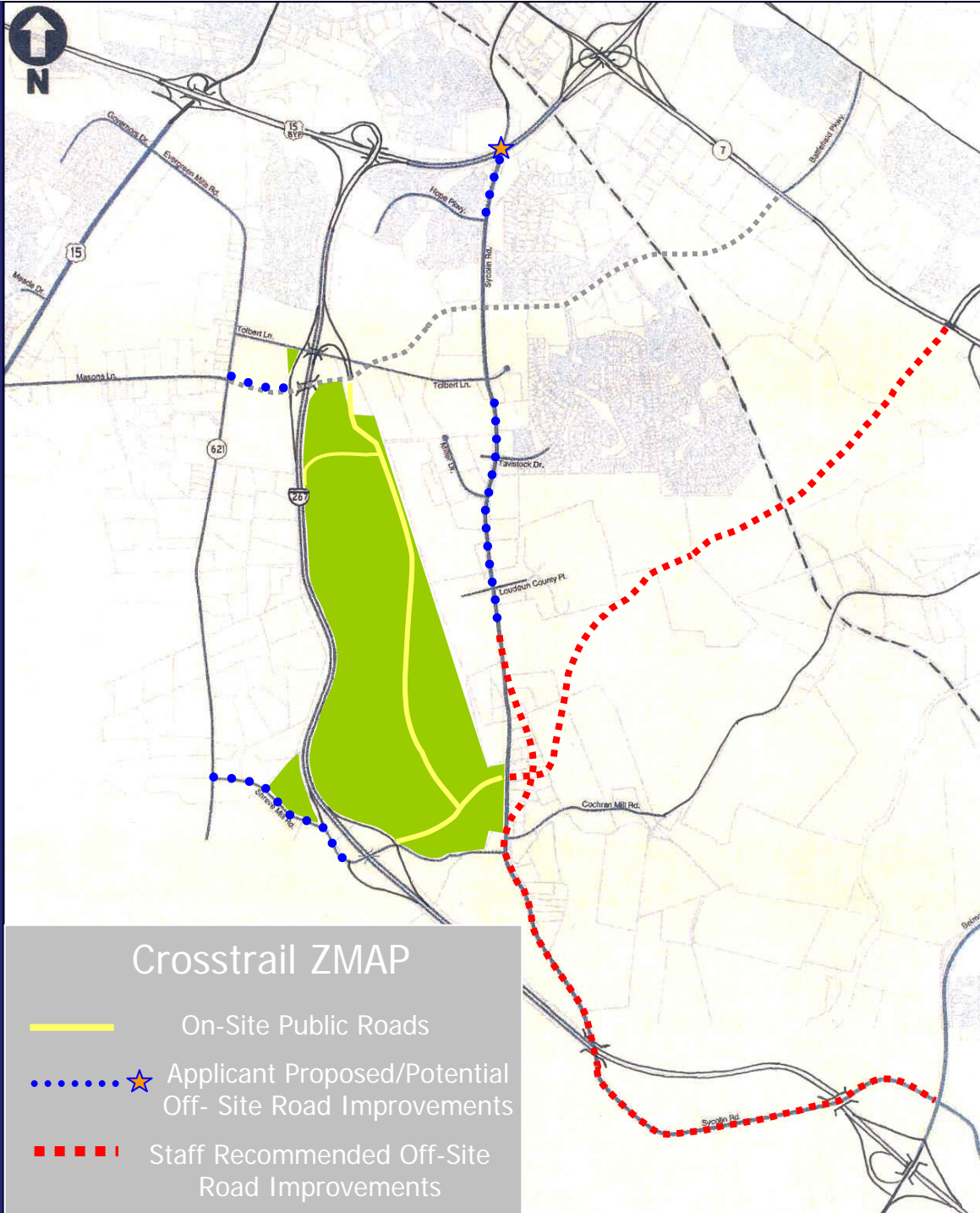
APPLICANT PROPOSED OFF-SITE REGIONAL ROAD IMPROVEMENTS

- Applicant would construct and take credit from \$12.5 million contribution for:
 - Two additional lanes of Battlefield Parkway from Dulles Greenway west to Evergreen Mills Road
 - Paving existing alignment (two lanes) of Shreve Mill Road from Dulles Greenway west to Evergreen Mills Road

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APPLICANT PROPOSED OFF-SITE REGIONAL ROAD IMPROVEMENTS

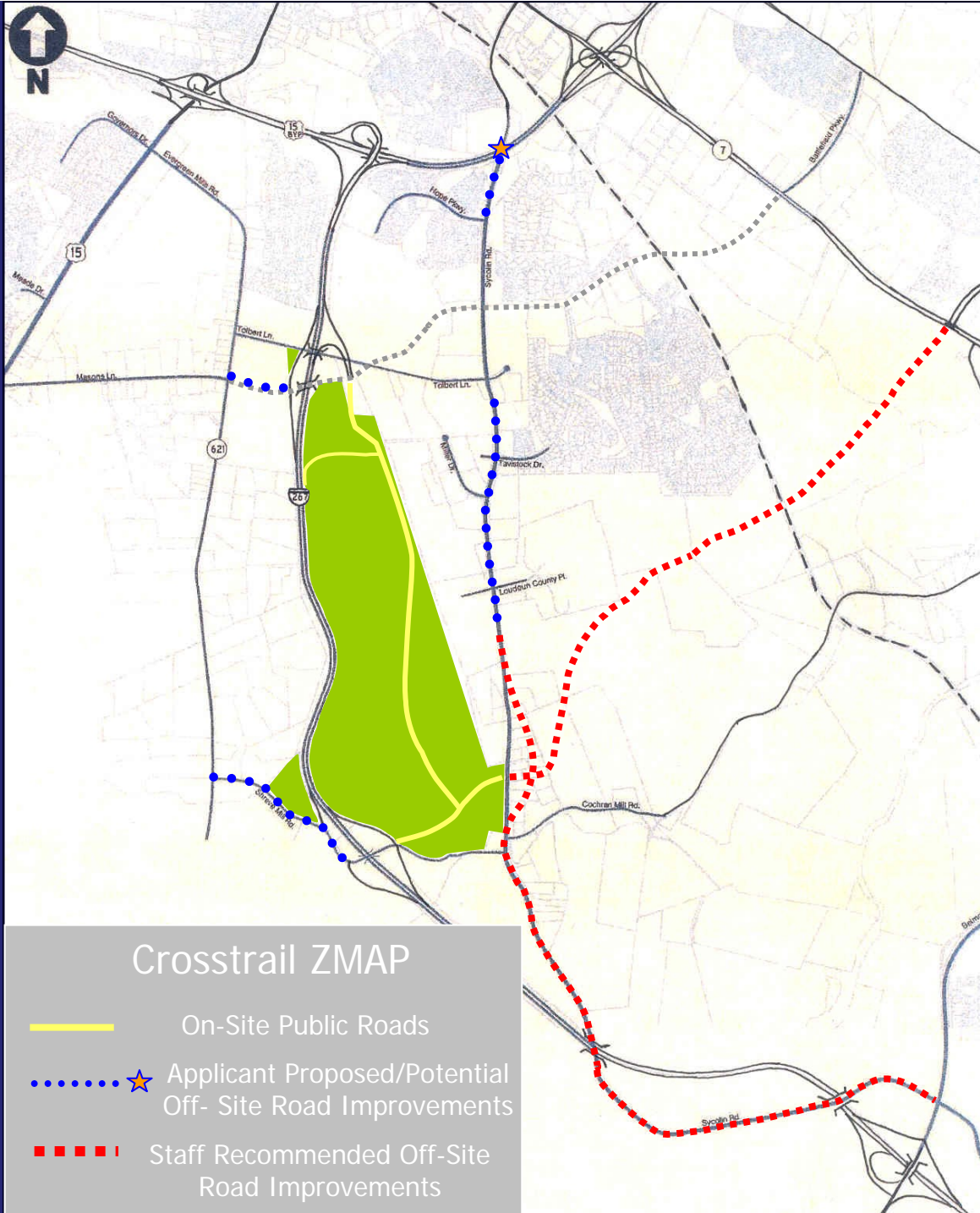
- Applicant would potentially construct and take credit from \$12.5 million contribution for:
 - Improvements to Sycolin Road corridor between Leesburg Bypass and entrance to Phil Bolen Park (including potential improvements at Sycolin/Leesburg Bypass intersection)
 - Decision of improvements to be constructed rests with County
 - Proffers are not clear on potential Sycolin Road improvements
 - Many of these improvements are already funded by Town or County
- Potential that the cost of all proposed improvements exceed the total amount proffered to County



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STAFF RECOMMENDED OFF-SITE REGIONAL ROAD IMPROVEMENTS

- Construct Battlefield Parkway and Shreve Mill Road improvements as proposed by Applicant
- Construction of two lanes of Crosstrail Boulevard from Sycolin Road to Route 7 at River Creek Parkway
- Implementation of VDOT project to pave gravel and substandard sections of Sycolin Road between Leesburg Town Limits and Route 659 in Ashburn
- Recommendation based on:
 - Analysis of traffic study that shows need for improvements necessary to mitigate impacts is to the south and east of the site on non-toll routes (direction of primary commuter flow)
 - Strategy to link with proffered interchange improvements at Route 7 and River Creek Parkway/Crosstrail Boulevard



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TRANSPORTATION

- Proposed Ramp from Dulles Greenway
 - Need Commonwealth Transportation Board (CTB) approval for break in Greenway's limited access
- Highway Noise
 - Conformance with Revised CTP policy for noise mitigation per Noise Abatement Criteria (65 db or below) along Dulles Greenway
 - Current proffer proposes mitigation only for rear yards
- Transit
 - Targeted contribution toward transit service in Dulles Greenway corridor (15% mode split goal = 2 commuter buses (\$950,000))
 - Proposed proffer of \$500 per market rate unit (\$569,000)

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ZONING

- Proposal governed by Revised 1993 Zoning Ordinance including AI and FOD overlay districts and Scenic Creek Valley Buffer
- Consistent with applicable ADU requirements (61 ADUs proposed)

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ZONING MODIFICATIONS

- 15 total modifications requested (14 Zoning Ordinance, 1 LSDO)
 - No issues with proposed ZMODs regarding use of private streets, access to retail center, yard reduction
 - Staff cannot support ZMODs regarding proposed changes to PD-TC district requirements as scale and scope of requested changes do not reflect the intent of the district

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PD-TC ZONING DISTRICT

- PD-TC district established to *“to provide a compatible mixture of commercial, cultural, institutional, governmental, and residential uses in compact, pedestrian oriented, traditional town centers...serving as focal points for substantial residential areas”*

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PD-TC ZONING DISTRICT

- Significant alterations to requirements of district...
 - Increase maximum size of district from 60 acres to 112.1 acres
 - Increase maximum size of core from 20 acres to 60 acres
 - Increase maximum building height from 40 feet (fringe) and 60 feet (core) to 80 feet throughout district
 - Remove alley requirement and replace with wider travelways
 - Eliminate civic uses from district (as defined in Zoning Ordinance)

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PD-TC ZONING DISTRICT

- Significant alterations to requirements of district...
 - Increase maximum core dimensions from 1,200 feet to 2,000 feet
 - Increase maximum overall dimensions from 2,500 feet to 4,500 feet
 - Increase maximum block perimeters from 1,600 feet to 2,200 feet

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FISCAL IMPACT

- 567 of 1,200 proposed residential units would be age-restricted
- Fiscal impact of age-restricted versus conventional residential units
- Revised General Plan policy allows BOS to consider reduced impact of age-restricted units
- Age-restricted regulations – who may reside in units (potential for school impacts)

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FISCAL IMPACT

- Anticipated capital facilities contribution between \$11.3 million and \$19.0 million (includes base density credit, excludes ADUs)
- Applicant offering \$11.0 million in cash with credits deducted from this amount for transportation (\$2.85 million) and dedication of public use sites (unknown values)
- Under current proffers, total capital facilities contribution to County would be at most approximately \$8.1 million

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FISCAL IMPACT

- Proposal is not consistent with applicable County policy as:
 - Transportation credit (\$2.85 million) against capital facilities is not appropriate as development does not mitigate its transportation impacts
 - Values of public use sites have not been determined -- Applicant proposes to appraise properties and determine values when sites are dedicated (not consistent with recent CPAM regarding capital facilities valuation methodology)
 - Administrative issues with payment of per unit capital facilities contributions as amount is not known

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PUBLIC USE SITES

- Fire & Rescue Site (8 acres) – no issues with site
- Elementary School Site (19 acres) – issue remain with respect to:
 - Pedestrian and vehicular access
 - Date certain for site dedication and paving of Shreve Mill Road
 - Provision of funds for rough grading of site

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PLANNING COMMISSION REVIEW

- Public Hearing held on June 19, 2006
 - 28 speakers, 26 in opposition
- Three Worksessions held on July 6, July 17, and September 11, 2006
 - Issues discussed included Leesburg airport, land use, fiscal impact, utility provision, transportation
- PC Voted 5-2-1-1 to forward ZMAP to BOS with recommendation of approval

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MAJOR OUTSTANDING ISSUES

- Several significant outstanding issues remain with the rezoning application as it:
 - Proposes land uses (residential) that are incompatible with current plan policy
 - Is incompatible with adjacent uses/operations at Leesburg Executive Airport
 - Proposes utility provision by LCSA (not the Town of Leesburg) which is inconsistent with current plan policy

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MAJOR OUTSTANDING ISSUES

- Does not mitigate its capital facilities impacts
- Does not mitigate its transportation impacts
- Proposes zoning modifications which do not meet the intent of the PD-TC (Town Center) zoning district
- Proposes proffers which have not been approved as to legal form

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STAFF RECOMMENDATION

- Staff does not support the proposed CPAM and therefore recommends denial of the ZMAP application as the rezoning:
 - Does not conform to the Comprehensive Plan with respect to land use and utility policies
 - Does not mitigate its capital facilities and transportation impacts
 - Proposes zoning modifications that do not reflect the intent of the Town Center zoning district as described in the Revised 1993 Zoning Ordinance

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ISSUES FOR FURTHER CONSIDERATION

- Should Board choose to approve application, issues that should be addressed include:
 - Compatibility with airport – proposed uses should be rearranged, reduced in scale, or eliminated to minimize adverse impacts on both the airport and future users of the development
 - Economic impact of airport and effects of proposed development on airport's future viability and expansion

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ISSUES FOR FURTHER CONSIDERATION

- Implications of LCSA utility provision to site and larger Leesburg JLMA
- Provision of regional road improvements that adequately mitigate the development's transportation impacts in the direction of primary commuter flow
- Appropriateness of proposed capital facilities credit for transportation improvements
- Appropriateness of scale/scope of proposed zoning modifications to PD-TC district requirements

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ISSUES FOR FURTHER CONSIDERATION

- Mitigation of overall fiscal impacts of project
- Determination of appropriate capital facilities contribution for age-restricted units
- Valuation of public use sites to be dedicated to County
- Resolution of issues with proposed school site
- Refinement of mitigation measures proposed for environmental conditions on site

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ISSUES FOR FURTHER CONSIDERATION

- Provision of appropriate transit contribution to increase transit service in corridor and divert percentage of peak hour commuter trips to transit
- Appropriate mitigation of highway noise impacts on residential units
- Proffers not approved as to legal form – significant issues remain

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